

Message Text

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PAGE 01 STATE 004283

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C O N F I D E N T I A L STATE 004283

FOR USREP ICAO

THE FOLLOWING IS A REPEAT OF BONN 19360 ACTION SECSTATE

INFO ATHENS ANKARA PARIS LONDON NATO SOFIA USBERLIN

BERLIN 17 DECEMBER 1974. QUOTE:

C O N F I D E N T I A L BONN 19360

E.O. 11652: GDS

TAGS: MARR, EAIR, GR, TU, GW, UK, FR, WB

SUBJECT: INTERRUPTION OF AGEAN AIR TRAFFIC AND BERLIN

TURKISH WORKER FLIGHTS

REF: (A) STATE 264753 (NOTAL); (B) BONN 18934 (NOTAL)

SUMMARY: AT DECEMBER 12 BONN GROUP MEETING ISSUE OF
CLOSURE OF GREEK AIRWAY G12 WAS DISCUSSED. FRG REP
REPORTED EARLIER REPRESENTATIONS TO GREEKS AND TURKS AND
INFORMED OTHER REPS THAT FRG FOREIGN MINISTER GENSCHER
HAS NOW SENT A PERSONAL LETTER TO THE GREEK FOREIGN
MINISTER. GREEKS HAVE NOT YET REPLIED. US AND UK REPS
SAID THEIR CAPITALS PREPARED TO MAKE APPROPRIATE JOINT
EFFORT WITH FRG. FRENCH REP WITHOUT INSTRUCTIONS. FRG
REP WELCOMED A JOINT EFFORT. PENDING RESULT OF GENSCHER
LETTER ALL REPS AGREED TO REPORT DISCUSSION AND SEEK
GUIDANCE FROM CAPITALS. END SUMMARY.

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PAGE 02 STATE 004283

1. AT DECEMBER 12 BONN GROUP MEETING ALLIED REPS RECEIVED DETAILED BRIEFING FROM FRG FOREIGN OFFICE REP (KRONEK), WHO IS RESPONSIBLE FOR CIVIL AIR MATTERS, CONCERNING EARLIER FRG REPRESENTATIONS TO GREEKS AND TURKS ON MATTER OF REOPENING AIRWAY G12 OVER GREEK THRACE FOR BERLIN-ISTANBUL CHARTERS. HE REPORTED THAT FRG HAD MADE DEMARCHES IN ATHENS ON 24 AUGUST AND IN ANKARA ON 6 SEPTEMBER, BUT HAD BEEN REBUFFED BY BOTH SIDES. ON 23 AND 30 OCTOBER STATE SECRETARY SACHS OF THE FOREIGN OFFICE CALLED IN THE GREEK AMBASSADOR IN BONN TO PRESENT FRG VIEWS, AND ON 25 OCTOBER FRG MADE A SECOND UNSUCCESSFUL DEMARCHE IN ATHENS, POINTING OUT THAT AIRWAY G12 DOES NOT EVEN TOUCH THE TURKISH NOTAM. GREEKS HAVE EXPRESSED UNDERSTANDING FOR FRG'S POSITION, BUT HAVE STATED THAT SATISFACTORY SOLUTION OF AEGEAN PROBLEM IS AS IMPORTANT TO THEM AS BERLIN IS TO THE FRG. IN THE MEANTIME FRG FOREIGN OFFICE DISCUSSED PROBLEM WITH GERMAN DESK OFFICER OF THE TURKISH FOREIGN OFFICE ON TWO OCCASIONS WHEN THE LATTER WAS IN BONN. HE AT FIRST APPEARED FORTHCOMING, HINTING THAT THE WORDING OF THE NOTAM WAS PERHAPS UNFORTUNATE AND THAT IT COULD BE BETTER, BUT HE LATER HARDENED HIS POSITION SAYING THAT THE NOTAM WAS ONLY A REPORTING ZONE AND IN CONFORMITY WITH INTERNATIONAL LAW AND PRACTICE

2. ON 11 DECEMBER FRG MADE THIRD DEMARCHE TO THE GREEKS IN THE FORM OF A PERSONAL LETTER FROM FOREIGN MINISTER GENSCHER TO THE GREEK FOREIGN MINISTER (TEXT PASSED TO ALLIES IN BONN GROUP). IN THE LETTER GENSCHER STRONGLY STATED THE POLITICAL INTEREST OF THE FRG AND BERLIN IN THE REOPENING OF G12 FOR DIRECT FLIGHTS FROM BERLIN AND STRESSED THAT REQUEST CONCERNED ONLY THIS PARTICULAR AIRWAY. IN THIS CONNECTION, GENSCHER NOTED THAT THE FRG WAS PLEASED TO HAVE LEARNED FROM THE GREEK AMBASSADOR IN BONN THAT ICAO HAS PUT FORWARD A PROPOSAL (DETAILS UNKNOWN) FOR A SOLUTION OF WHOLE PROBLEM OF FLIGHTS OVER THE AEGEAN, WHICH HAS BEEN ACCEPTED BY THE GREEK GOVERNMENT ON THE CONDITION IT IS APPROVED BY TURKEY AND CYPRUS (WHO APPARENTLY HAVE NOT YET DONE SO). GENSCHER SAID FRG WAS CONCERNED, HOWEVER, THAT THIS

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PAGE 03 STATE 004283

COULD TAKE CONSIDERABLE TIME TO IMPLEMENT, EVEN ASSUMING IT WILL BE ACCEPTED BY ALL GOVERNMENTS CONCERNED.

3. ACCORDING TO A FOREIGN OFFICE SOURCE, AS OF DECEMBER 16, GREEK FOREIGN MINISTER HAD NOT YET REPLIED TO GENSCHER.

4. UK REP (CROMARTIE) REPORTED HE HAD INSTRUCTIONS FROM LONDON THAT THEY WERE PREPARED TO PARTICIPATE IN A JOINT ALLIED-FRG APPROACH TO GREEKS AND TURKS. HOWEVER, UK EMBASSY IN ATHENS HAD MADE CERTAIN INFORMAL INQUIRIES THERE WHICH INDICATED LITTLE PROSPECT OF SUCCESS. UK, AT ANY RATE, WAS NOT PREPARED TO TAKE LEAD BECAUSE OF CYPRUS INVOLVEMENT. UK REP ALSO STRESSED THAT PARALLEL-ING GREEK AIRSPACE PROBLEM WAS QUESTION OF CONTINUED

KPERMITS FOR ALLIED CHARTERS TO OPERATE TO TURKEY, WHICH ARE VALID ONLY TILL END OF MONTH. THEREFORE, MODUS VIVENDI MUST BE FOUND IN NEGOTIATIONS IN BERLIN BETWEEN ALLIED CARRIERS AND THY. UK BELIEVES THIS PROBLEM MORE URGENT THAN GREEK AIRWAY CLOSURE AND WOULD BE PREPARED TO MAKE JOINT APPROACH TO TURKS TO ENSURE THESE FLIGHTS COULD CONTINUE ON REASONABLE TERMS.

5. FRENCH REP (BOISSIEU) SAID HE HAD NO INSTRUCTIONS, BUT THAT IT WAS THE CONSIDERED VIEW OF THE FRENCH EMBASSY THAT THEY WOULD BE RELUCTANT TO DO ANYTHING ON A JOINT BASIS. IT IS THE BULGARIANS WHO ARE INFRINGING THE RULES OF ICAO, AND IN THE FRENCH VIEW THEY DOUBTED CHANCES FOR SUCCESS OF A DEMARCHE TO GREEKS WHO HAD NO INTEREST IN THE FLIGHTS, UNLIKE THE TURKS. HOWEVER, HE WAS PREPARED TO RECOMMEND A JOINT DEMARCHE IF IT WERE TO BE AN UNOFFICIAL APPROACH IN CONFIDENCE.

6. US REP MADE PRESENTATION BASED ON REFTEL (A). WE NOTED, HOWEVER, THAT SITUATION NOW IN FLUX TILL GENSCHER LETTER ANSWERED.

7. FRG REP WELCOMED POSSIBILITY THAT THREE POWERS MIGHT JOIN FRG IN MAKING FURTHER APPROACHES TO GREEKS AND
CONFIDENTIAL

CONFIDENTIAL

PAGE 04 STATE 004283

TURKS. HE REPORTED THAT THE FOREIGN OFFICE HAD EARLIER MADE SUGGESTION TO STATE SECRETARY GEHLHOFF THAT ALLIED AMBASSADORS BE CALLED IN AND ASKED TO JOIN THE FRG IN APPROACHING ATHENS, BUT THAT THIS HAD NOT BEEN DONE WHEN THE FRG LEARNED OF US INTENTIONS.

8. COMMENT: IN VIEW OF GENSCHER LETTER AND FRENCH RELUCTANCE HERE TO MAKE JOINT APPROACH TO GREEKS AND TURKS, ALL REPS AGREED TO REPORT DISCUSSIONS TO CAPITALS. PENDING RECEIPT OF PARIS REACTION, IT APPEARS WE CANNOT GO AHEAD AS ENVISAGED IN REFTEL A. OTHER UNKNOWN FACTOR NOW IS WHAT GREEK FOREIGN MINISTER'S RESPONSE TO GENSCHER LETTER WILL BE. WE REMAIN IN CLOSE TOUCH WITH GERMANS ON THIS. CONCERNING PARALLEL PROBLEM OF TURKISH LANDING RIGHTS FOR ALLIED CARRIERS IN 1975, IF

IT SHOULD COME TO THE POINT WHERE AGREEMENT CANNOT BE
REACHED FOR CONTINUATION OF FLIGHTS ON BASIS AGREEABLE
TO ALLIED CARRIERS, WE WOULD FAVOR COORDINATED APPROACH
TO TURKS PER REFTEL B AND UK COMMENTS IN BONN GROUP.
FOR OUR INFORMATION AND USE IN POSSIBLE FURTHER BONN
GROUP DISCUSSIONS, WE WOULD APPRECIATE USBER UPDATE ON
STATUS OF MATTER. AND VIEWS AS TO PROSPECTS FOR
RESOLUTION CASH

UNQUOTE KISSINGER

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